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AUTHOR Bennett, David A.
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ABSTRACT

The Milwaukee School System responded to a court finding of segregation by structuring a program of community involvement to help in the task of planning and implementing school desegregation. The city-wide planning group came to be called the Committee of 100. The central thesis of this paper is that the quality of community involvement is not accidental but is the consequence of purposeful structuring by individuals or groups of individuals. The administration of the Milwaukee Public schools determined that they would provide leadership in structuring involvement by carefully prescribing the planning domain and by so doing, create the probability of acceptable recommendations coming from the involvement groups. The success enjoyed by this volunteer plan to desegregate, is considered to be due to the successful structuring of community involvement combined with the care taken in developing a highly sophisticated student assignment system. Several appendices are included. (Author/AM)

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COMMUNITY INVOLVEMENT IN DESEGREGATION: MILWAUKEE'S VOLUNTARY PLAN

Dr. David A. Bennett
Deputy Superintendent
Milwaukee Public Schools
P. O. Drawer 10K
Milwaukee, Wisconsin 53201

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COMMUNITY INVOLVEMENT IN DESEGREGATION: MILWAUKEE'S VOLUNTARY PLAN

On January 19, 1976, the U. S. District Court, Eastern District of Wisconsin, handed down a decision which found the entire Milwaukee School System was unconstitutionally segregated. At the same time, the court handed down a partial judgment which directed the Milwaukee Public Schools to begin immediately to formulate plans to eliminate every form of segregation in the public schools of Milwaukee, including all consequences and vestiges of segregation previously practiced by the defendants. The court appointed a Special Master, John Gronouski (former Postmaster General of the United States) and directed him to work with the school system to formulate a plan to meet compliance.

Just prior to the court order, the Administration and the Board developed various statements of policy that demonstrated their interest in using voluntary approaches of educational incentives to accomplish a reduction in racial isolation in the schools. The Statement on Education and Human Rights (see Appendix A), adopted by the Board of School Directors on September 2, 1975, pledged the Board "to work toward a more integrated society and to enlist the support of individuals, as well as that of groups and agencies, both private and governmental, in such an effort."

The Superintendent, in the fall of 1975, submitted to the Board three alternative programs -- High Schools Unlimited, Schools for the Transition, and Options for Learning. At meetings on January 6 and February 3, the Board endorsed the concepts contained in these alternative programs, with the understanding that specific planning for their implementation would involve broad segments of the community and the teaching staff. As adopted by the Board, the concepts of these programs are:

---- High Schools Unlimited concept recognized the fact that a single high school could not offer the variety of educational and career education schools required by all of its students. High Schools Unlimited can be illustrated through each Milwaukee senior high school being symbolized by a triangle. At the base of the triangle would be the standard curriculum now available at all high schools in the city. In the center section of the triangle would be advanced subject area programs each high school could offer in common with one, two, or three other geographically scattered high schools. At the top of the triangle would be a Career Specialty Program unique to that school and not available at any other high school in the city.

---- Schools for the Transition concept proposed that schools for students in the transition years between elementary and senior high school be so diversified in program and organizational structure they would offer alternatives in education to attract pupils city-wide. The schools would not only expand upon learning options by pupils in elementary schools, but would retain the exploratory nature of traditional junior high schools so that young people would be guided properly into the specialties offered by High Schools Unlimited.

---- Options for Learning concept focused on students below the senior high school level. A map of the city in three concentric circles was used to demonstrate that there would be a two-way movement of students. The movement would be outward for students whose parents desired to have them attend schools in newer neighborhoods, even though economic and other circumstances might prevent the family from moving to those neighborhoods. Inward movement would take place for those students whose parents wish to have them attend alternative schools which would stress different approaches to learning. Such alternative schools would be located closer to the central section of the city.

All three of these alternative programs envisioned parents as having either the choice to have their children remain in their district schools or to exercise the right to select alternatives in sites outside of their immediate neighborhoods. In addition to approving the concepts contained in these alternative programs, the Board authorized the Superintendent to proceed with planning specific details with the understanding that principals, faculty, and community representatives would be included in the planning.

The Milwaukee desegregation case began in December, 1964, when Lloyd Barbee, President of the local N.A.A.C.P., and lawyer for the plaintiffs, brought suit against the Milwaukee Board of School Directors, the Superintendent, and the Secretary-Business Manager, on behalf of forty-one named black and non-black children. The case was finally brought to trial in 1973, and the decision handed down on January 19, 1976. The planning by the Board and the Administration to reduce racial isolation on a voluntary basis was in retrospect fortuitous, timely preparation for the January 19 court order.

At its first regular meeting following the court order, the Board of School Directors requested that the Superintendent submit recommendations for community involvement in preparing plans for alternative schools and integration. The Board approved such a community involvement structure on March 2, and the structure came to be known as the "Committee of 100." Community-wide meetings two weeks later in each local school eventually led to the election of the "Committee of 100" which held its first organizational meeting on April 6, 1976. In the middle of April, the school administration presented both to the Committee of 100 and the School Board its plans for improving racial balance in the schools beginning in September, 1976. At this particular point in time the court had set no guidelines, goals, or statistical objectives defining either the nature of a racially balanced school or the number of such schools to be in existence by a given point in time. The Board adopted the Administration's plans with some modifications on May 4, and the Committee of 100 presented its recommendations to the Special Master at unprecedented televised hearings from May 12 to May 15. Along with the Board plans, other plans were presented by the plaintiffs, individual groups from the community, and the Milwaukee Teachers' Education Association. The court had earlier approved the entry of the latter as an undesignated intervenor in the suit.

Following the May hearings, the Special Master presented his own plan to the court but unexpectedly withdrew it on June 9. Two days later, the court directed the School Board to submit a new plan which would guarantee the integration of one-third of the schools in the district by the following September. Also, it was the first time the court defined the nature of a

racially balanced school to be 25 - 45 percent black. By June 25, the Administration had developed a new plan incorporating many of the features of the April plan. It called for the establishment of fifteen specialty elementary schools, four specialty junior high schools, and the implementation of career specialty programs in five senior high schools, five downtown satellite centers, and a new pupil transfer plan to enhance racial balance. This pupil transfer plan was based on an extraordinary piece of state legislation which came to be called Chapter 220.

State governments have had a less-than-admirable recent history in meeting the needs of urban school districts that have come under desegregation orders. The all too common practice is for states to divorce themselves from any responsibility in meeting the increased costs associated with court ordered desegregation in their major cities. The Wisconsin State Legislature, however, in enacting Chapter 220 demonstrated an enlightened approach to public policy formation that is a refreshing contradiction to most state legislatures in similar situations. In Chapter 220 the State of Wisconsin provided additional state aids for students assigned or transferred within a school system when this movement had a racial balancing affect. Also, special state aids were available to minority students transferring to suburban school systems and non-minority students transferring to minority schools. In the case of both intra- and inter-district transfers the state picked up the full cost of transportation. This vital infusion of state aid (currently about 12 million dollars per year) allowed the Milwaukee Public Schools to carry through on the educational innovations necessary to properly fuel a voluntary racial plan. For a more detailed description of Chapter 220 please see Appendix B. Fiscal Incentives and Voluntary Integration by Dennis J. Conta, which first appeared in the JOURNAL OF EDUCATION FINANCE, is included here with the author's permission.

The court gave its approval to the plan submitted to it by the school administration on July 9, 1976. Exactly 59 days remained before the start of school on September 7, when the court ordered that at least 53 schools had to be within a racial balance range of 25 - 45 percent black. Only 14 schools met this standard as the school system approached the beginning of the 1976-1977 school year. A major handicapping factor in soliciting the voluntary movement of approximately 12,000 students was the fact that the summer months were not the easiest periods to contact students and families. A major thrust during the weeks immediately following July 9, was a community awareness program to acquaint students, parents, and other citizens of the possibilities available in September. We used a tabloid supplement in daily and weekly newspapers, the mailing of a personalized letter to the home of almost every student with a return postcard for more information, the eventual mailing of over 40,000 brochures (from the 15 available) describing the various educational options, and the information/rumor control center for telephoned requests for information. The Metropolitan Milwaukee Association of Commerce coordinated the distribution of specialized brochures to its members' employes throughout the metropolitan area.

Simultaneously, school personnel and community volunteers were being mobilized to implement the personal contact phase of the recruitment effort. The principals of 24 elementary and secondary schools began returning to duty on July 20 to provide leadership for individual school efforts. Assisted by other administrative personnel normally on duty during the summer, they developed a variety of methods best suited for the local school situation to personally

contact students and parents to achieve the goals for their schools. Members of the Committee of 100, elected delegates at local schools, school community committees, the Milwaukee City Council of PTA's, the Coalition for Peaceful Schools, members of the clergy, and ad hoc parent groups in various parts of the city were all active at one time or another in the recruitment effort.

Both the print and the electronic media provided extensive coverage of the summer activities and details of the plan itself. A series of promotional spots was broadcast by radio and television stations, and special prime time television programs were scheduled. An unprecedented simulcast on all six local television stations and several radio stations provided the community with a mid-point report on a Sunday evening in August. Over 1,000 telephone calls were handled by 45 volunteers in a one and one-half hour period following the simulcast.

As the opening of school approached, open houses and other community activities were held at option schools and other schools included in the plan for September. The "4th R" program, funded initially by the Faye McBeath Foundation, was also announced. Available for children enrolled in the elementary and junior high option schools, the program would provide recess, noon hour, Saturday, and off-site group activities throughout the school year.

In past years the teaching staff assigned to the 158 schools comprising the Milwaukee School District reported for duty on the work day immediately preceding the first day of student attendance. This procedure was altered considerably during the summer of 1976, particularly for those staff members assigned to target schools for the court-ordered one-third goal. Teachers and administrators involved with most of the elementary and junior high option schools began service five days earlier, and teachers and administrators assigned to other racially balanced schools one day earlier.

On the weekend prior to the opening of school, the School Board President, in a series of spot announcements on four television and seven radio stations, urged parents to send their children to school on opening day, September 7. On the evening of that historic day, the Superintendent made available to the media a school-by-school enrollment report and announced that 53 schools, the exact number required, had met the court-ordered goal of 25 to 45 percent black enrollment. He noted that it had not been necessary to use mandatory assignment to achieve the goal of the court.

As has been the experience for many years at the opening of a new school term, students continued to enroll in the schools during the days and weeks following September 7. Community attention during this period was focused on the ability of one bus vendor to provide an adequate level of service on all the routes for which it had contracted. Also, one option school failed to attract a sufficient number of students to make its continued operation feasible and was ordered closed as an option school and its population dispersed by the Superintendent.

The traditional third Friday in September enrollment report to the State Department of Public Instruction provided the base line for all student data for the 1976-1977 school year. Consequently, the Superintendent reported to the Special Master that the official 1976-1977 enrollment was 109,565. More significant, 67 schools had now met the 25 to 45 percent black enrollment goal, a figure that was 126 percent of the court-required 53 and 100 percent

of the school district's goal. Also reported was the fact that 330 students had taken advantage of the Chapter 220 opportunity to enroll in eight cooperating suburban school districts and that 38 schools had met the court-established 11 to 21 percent black teacher staffing range.

A concurrent development at the time the first year's results were being reported to the Special Master was the announcement by Representative Clement Zablocki that the Milwaukee Public Schools had received a grant of $3.4 million under Title VII of the Emergency School Aid Act. The grant, which runs to June 30, 1977, has provisions for innovative instructional approaches, a remedial component, a human relations component, provisions for the dissemination of desegregation information, and evaluation and resource management components.

A copy of the plans submitted to the court on June 25, 1976, and approved by the court on July 9, may be found in Appendix C. Basically, the plan combined the Magnet School concept with the more traditional techniques such as closing schools and declarations of overcrowded conditions, in order to meet the racial balancing of one-third of the schools in September, 1976. The court ordered goal was 53 schools and ultimately 67 schools met the 25 - 45 percent black standard.

September, 1976, saw the beginning of the school system's efforts to develop a plan to be in compliance with the June 11, 1976, court order requiring that the Board submit to the court by June 30, 1976, a plan which would guarantee the racial balancing of a second one-third of the schools by September, 1977, and the balance by September, 1978.

Achieving the court-ordered first year goal by September 7, did not signal the end of the effort that began on July 9. Even before the final results were announced at the end of September, parents and other citizens, secondary students, and staff members were assembling at local schools to bring their delegate slates up to date. This was an essential first step at the beginning of a new school year for the challenge confronting 14 planning councils to make recommendations for the second and third years under the court plan. Twelve of the planning councils were made up of the local school delegates at each of the 12 elementary leagues, one was composed of junior high delegates, and one of senior high delegates.

All of the planning councils began their series of meetings on or about September 22, electing their own chairpersons and setting their own meeting schedules. Two principal co-captains were assigned to each council to serve in a facilitating role. The planning councils' activities culminated in reports which were completed on November 12. These reports were transmitted to the Committee of 100 which, after a series of subcommittee and full committee meetings, submitted its own detailed report to the school administration on November 22.

A copy of the detailed plan for achieving court-ordered racial balance requirements in both September, 1977, and 1978, is included in Appendix D, entitled Comprehensive Plan for Increasing Educational Opportunities and Improving Racial Balance in the Milwaukee Public Schools.

On March 16, 1977, the District Court entered a final student desegregation remedy order based to a considerable degree upon the recommendations made by the Superintendent, which first appeared in draft copy on December 8, 1976. The implementation of the order resulted in 101 racially balanced schools (now defined as having a student population between 25 - 50 percent black) in September, 1977. The 101 racially balanced schools met exactly the court standard for the second year.

The Comprehensive Plan submitted to the court on September 8, differed from the first year plan in that it reflected the development of a systematic planning base for racial balance and educational improvement. The plan described the geographic division of the school system into elementary leagues and secondary associations. In the case of the leagues it was the grouping of 9 to 12 elementary schools, bringing together inner-city and outer-city schools in such a way to have the total league grouping reflect the overall racial balance of the city. The junior high and senior high associations were constructed in a similar fashion. It was the purpose of the leagues and the associations to cause parents and interested citizens to come together to plan the educational designs to meet the court-ordered requirements. League and association planning councils constituted the representatives of the respective league and association schools. The educational recommendations from the planning councils were forwarded to the Committee of 100 and ultimately to the Board and Administration for inclusion in the plan. It is important to point out that guidelines for league and association planning were published that structured community involvement in a way to complement the planning base established by the Superintendent's staff. That planning base included not only the geographical structuring of leagues and associations, but also the Administration's plan to phase into a K-5, 6-8, 9-12, and a complementary K-8, 9-12, grade level structure. Having a coherent grade level plan was the basis then of making the choice system operate effectively. Countless hours of design and redesign went into the student assignment system. The reader is referred to Page 30 of Appendix D for a detailed description of this assignment process. Axiomatic in the development of every stage of the desegregation plan was the Administration's strong belief that the planning base and the student assignment system must remain the prerogative of the professionals. Other aspects of the plan, notably including the identification of specialty programs was influenced, and, in some cases, completely directed by parent involvement. There will be more comment on this very crucial point at a later point in this paper.

The Supreme Court, on June 29, 1977, vacated the judgment of the Circuit Court and remanded it back to the Circuit Court for reconsideration in light of two recent Supreme Court decisions -- Village of Arlington Heights v. Metropolitan Housing Development Corp. and Dayton Board of Education v. Brinkman. On September 1, 1977, the Circuit Court in turn vacated both the January 19, 1976, and March 17, 1977, orders of the District Court and remanded the entire case to the District Court. A further order was issued on September 8, 1977, which stated:

> "The plan adopted by the district court shall remain in effect for the coming school year. . . ."

This mandate has been followed in that all aspects of the second year of the remedial plan have been implemented and are presently in operation. On October 21, 1977, the Circuit Court clarified its earlier orders so as to exclude the implementation of the 1978-1979 portions of the remedial plan and to disband the Office of the Special Master.

The District Court determined that additional testimony should be received. Hearings commenced on January 3, 1978. After recessing on January 14, the hearings recommenced on February 14, and the Court's hearings on intent closed March 8, 1978.

With the Supreme Court's vacating and remanding the original District Court decision back to the District Court for what amounts to a retrying of the case, the school system was left to its own resources for planning for September, 1978.

On March 14, 1978, the Board of School Directors approved the Administration's Educational Plan for September, 1978, with minor amendments, and set the stage for a maintenance of effort (from a racial balance standpoint) and continuation of the use of educational incentives for voluntarily improving racial balance. It is with considerable confidence that the Administration presently approaches the implementation of this newest plan. Our previous experience with the effectiveness of voluntary incentives the second year of desegregation showed 90 percent of the parents received their first choice for student assignment and approximately 98 percent either their first, second, or third choice. This was under the condition where all grade levels were held open to student choice or reassignment. The plan for September, 1978, calls for a single choice to be made by those moving into an entry grade in a new school (e.g., finishing elementary school and going into middle school) with the rest of the students making a voluntary choice, controlled by racial balanced imperatives. This plan, as with previous plans, has received considerable amount of public support that is in part a reflection of the careful cultivation of various publics involved in the desegregation process. At this point we shall examine these important public groups and their role in a carefully developed involvement plan.

Involvement Process

By our own assessment and also, fortunately, by outside assessment, the Milwaukee Public Schools has had probably the most successful experience in implementing a court-ordered racial balance plan of any school system in the country. This none too modest remark is tempered by the observation that the plans developed by other school systems were carefully reviewed and selectively borrowed as Milwaukee put together its own eclectic version. Therefore, what success we have had is in part attributed to successful components adumbraded in the experiences of other cities.

In noting the voluminous research on attitudes towards desegregation, we formed consensus on two points, namely, that the fears associated with desegregation were: 1) the loss of educational quality, and 2) concern over children's safety. Furthermore, the research to date seems to suggest that both fears could be ameliorated through involvement on the part of parents and citizens and the development of plans specifically to meet these fears.

Another axiom, or at least an assumption, regarding the parent involvement process was that involvement had to be structured in such a way as to be able to adopt the specific recommendations coming from the established involvement groups.

At a recent conference of the Great City Schools, Dallas Superintendent Nolan Estes described the involvement process as "making love to an eight hundred pound gorilla." On that same program I suggested that involvement was like "receiving a free ticket on the Titanic." Both expressions attempt to serve warning that school systems get the quality of involvement they deserve.

Involvement is always structured. What appears to be spontaneous to one party is in fact an admission by that party that they were not the ones who structured the involvement. The only relevant analysis of involvement is to answer the questions, "who structured the involvement?" and "in what way?" Since community involvement in the desegregation process was determined to be highly predictable of the success or failure of the total desegregation effort, structuring of the involvement process was given the highest priority.

At this point it would seem important to distinguish between the concept of the structuring involvement and the more familiar technique of co-opting your adversary. In the first place, we considered the community inherently our ally and not a group that needed co-opting. Secondly, the integrity of the involvement process was omnipresent in the minds of participating citizens--particularly at the outset of our desegregation planning. Suspicions and fears regarding the involvement process were successfully put to rest when the Administration was able to adopt as a part of its recommended plans to the Board the vast majority of the recommendations made by the involvement groups. Being able to do this, however, was not a result of mere fortune but careful structuring of the involvement domain so that predictably the suggestions made by the Committee of 100, and the planning councils, could be accepted. The involvement process was, in fact, a legitimate avenue for community involvement in the desegregation planning and not a thinly veiled, Machiavellian strategy to co-opt an interest group. For a specific example of a structuring technique that served to limit the domain of involvement, the reader is referred to Appendix E, Guidelines for Elementary, Junior High, and Senior High Planning Council Involvement.

The goals of the involvement process included:

1. The Development of Specific Educational Plans --

   Many school systems in the development of desegregation plans have retained, for professional control, the development of specific educational plans. Milwaukee took exactly the opposite approach. We exercised professional control in the design of the student assignment process and allowed the community to recommend specific school specialties and ever their location. We were prepared to accept the recommendations of the community. In the process of involving the community in these educational recommendations, they had benefit of professional staff as a resource in their considerations. No doubt the presence and suggestions of professional staff influenced the recommendations of the planning councils and the Committee of 100.

2. The Introduction to the Complexity of Desegregation Planning --

Meeting compliance with court-ordered desegregation involved some of the most complex social engineering that any community will ever experience. It is necessary that significant leaders in the community understand the complexity of the problem in order to appreciate the design of the remedy. Involvement in the planning for desegregation exposes the significant leadership in the community to the enormous complexity of a desegregation solution and the necessity for interrelationships between the various components of the plan. Ultimately this educational process leads to a sense of ownership of the total plan, which is an important goal of the involvement process.

3. The Establishment of A Cadre of Volunteers --

At the heart of our desegregation plans was voluntary movement. For each of the two years under the court order we had a mandatory assignment backup plan, but, fortunately, it was used only sparingly to achieve the 101 racially balanced schools (two-thirds of the school system) in the second year. While the use of media and the amount of time afforded the school system by the court all contributed to engendering the voluntary spirit, the most significant factor had to be the informal, word-of-mouth type of enthusiasm on the part of involvement groups. The planning councils and Committee of 100 represented the pinnacle of the involvement structure that started with the "Committee of 1,000" at the local school level. Therefore, the involvement structure developed a significant cadre of individuals willing to consider voluntary movement stimulated by educational diversity.

4. The Establishment of A Responsible Citizens' Force Against Known Opposition --

Both the planning councils and the Committee of 100 were intentionally structured to accommodate a wide range of opinions on the desegregation matter. By allowing a great diversity of opinion in the "official" involvement groups, we were successfully able to co-opt the greatest potential threat to the desegregation process, namely, those groups structured by outside factions intent upon the dismantling of desegregation efforts. Milwaukee suffered minor problems in the extremes; on the one hand an almost comical Nazi contingent, and on the other a group entitled, Blacks for Two-Way Bussing. This latter group represented responsible criticism of the voluntary desegregation effort in that it called attention to the necessity of having equal access to programs on the part of both the minorities and non-minorities. As the statistical analysis came forth in the choice process it was apparent to the Special Master, as well as the community, that the disproportionate movement of blacks to whites (approximately 9 to 1) was not occasioned by mandatory assignments but the choice process itself. There was no significant difference in the number of blacks and whites granted either their first, second or third choice.

With the involvement goals established as described above, the Administration also had specific objectives in mind regarding the involvement process. The involvement process included the Committee of 100 and planning council structures as previously described. In each of the three years of the planning process for desegregation there were cosmetic differences in the involvement process, however, the structuring of that process involved the following steps:

1. The Publication of Guidelines and Timelines --

   Both the Committee of 100 and the planning councils were made aware of the domain of their planning involvement and the timeline by which they must complete their review and forward their recommendations. The timelines also specified milestone events in the involvement of the Administration, Board, and also the court in the final establishment of plans. The publication of the timeline in particular proved to be of inestimable value in causing all parties to adhere to some schedule for decision making.

2. The Reception of Plans from The Planning Council and the Committee of 100 --

   The recommendations and plans from the planning councils were forwarded to the Administration, the Board, and the Committee of 100; and the Committee of 100 recommendations were forwarded to the Administration and the Board. Based on these recommendations, which did in fact adhere to previously established guidelines, the Administration drew up its first rough draft.

3. The Reaction to the Rough Draft --

   The rough draft of the Administration's plan was put forward to the public, the Board, the Committee of 100, the planning councils, and local school advisory groups for a period of approximately one month. During this time the Administration received many reactions to the plan.

4. The Administration's Recommendations --

   Based upon this final input, the set of final recommendations were sent to the Board by the Administration. By the time the formal recommendations came to the Board the involvement process had successfully given forum to the major issues in the plan.

5. Forwarding of the Board Recommendations to the Court --

   In preparation for September, 1976, and 1977, (during which time the system was under court order) the last step in the process was the forwarding of the Board approved plan to the court. It was during this time period that the Special Master's Office played a major role in the final court adoption of the plan. The Special Master, in each of the two years, counseled the court in terms of the various plans available to it.

At this point it would seem important to comment about the attitude and role of the School Board and the court in the development of a final plan for each of the years the system was under a court order. The Milwaukee Board of School Directors for most of the time period they were under court order, and continuing

up to the present time, was under severe media criticism for what the media described as the Board's reticent attitude toward the development of a workable racial balance plan. However, when the Milwaukee Board of School Directors' approach to court-ordered desegregation is compared to the stance taken by other school boards in other cities, it becomes clear that by this relative comparison the Milwaukee Board assumed a responsible position with regard to the desegregation case. First and foremost, through its attorney, the Board made it clear that it would obey the directions of the court. This, of course, was not always the case in other cities. Moreover, the Board in each of the years under court order submitted a plan (even though the court found each of these plans substantially lacking) in timely fashion. Finally, and most importantly, the Board directed the Administration to work in unfettered fashion with the community in the development of plans. This "goldfish bowl" planning allowed complete access to the rough draft, as well as a final draft version of the plan on the part of the public. By the time final recommendations came to the Board, given the involvement process previously described, these plans hit with enormous vivacity. The plans came in such complete form that the Board seemed for the most part to accept its role as a rather uninvolved party in a communication process that primarily existed between the Administration and the court. This situation abruptly changed when the Supreme Court vacated and remanded the decision back to the Appeals Court and eventually to the District Court. This spring the School Board had the responsibility of being the final arbitrator of the plans for next September.

During the time period under court order, the Administration worked hard to maintain the planning initiative. Having seen the consequences of giving up initiative to the court in other school systems, this Administration considered vital the maintenance of real and visible leadership.

This spring the Administration prepared the plans using the process previously described and adopted. The Board adopted the plans for next September with minor amendments on March 14, 1978. The plan for next September as adopted by the Board can be found in Appendix F. The plan for September, 1978, maintains the efforts of the last two years as far as racial balance is concerned, and extends the concept of educational alternatives through specialty schools. It would be apparent even to the casual observer that the recent Milwaukee plan the Board willingly adopted on the evening of March 14, 1978, represents what would have been an impossible public policy action prior to January 19, 1976 (the date of the first finding by the District Court).

At the current time the Administration is in the process of implementing the Board adopted plan for next September. Our expectation would be that the plan would maintain approximately 100 racially balanced schools in the system, and that the assignment process would be totally voluntary. There is no opportunity in this paper to describe the design and logistical reasons for being able to join the concept of totally voluntary movement with effective racial balancing. I can only skip to the conclusion that it can be done and has been done in Milwaukee. A substantial reason for our success in desegregation is the community involvement process that has been the subject of this paper. However, the rigorously developed student assignment system in combination with strategically developed specialty schools are other factors in the total chemistry of success.

APPENDIX A

STATEMENT ON EDUCATION AND HUMAN RIGHTS

Respect for the dignity and worth of each individual is paramount in the establishment of all policies by the Milwaukee Board of School Directors and in the administration of those policies by staff members in the Milwaukee Public Schools. The Constitutions of the United States of America and the State of Wisconsin, pertinent legislation enacted at those two levels of government, as well as the judicial interpretations regarding citizens' rights and responsibilities, undergird this statement on education and human rights.

An examination of relevant conditions as they currently exist in the Greater Milwaukee area indicates that not all persons are recipients of the rights and benefits afforded them as citizens of our state and nation. For children particularly, who are the primary concern of each area school district, this has resulted in situations of socio-economic, racial, and ethnic separation due to housing patterns and economic conditions which are handicapping to the growth and development of these children. Our multi-ethnic population is potentially one of the richest resources available to our schools. However, if barriers exist and communications break down, difficult problems develop both for the schools which must function in this setting and for the children who are most affected by it. Such situations are beyond the capacity of the schools to conquer on their own; all of society is responsible for and must participate in their solutions. Nevertheless, all school districts have the responsibility to overcome within their capabilities any barriers that may exist and to maximize the achievement potential of the children in their care.

The Milwaukee Public Schools will do its part. This commitment to the Greater Milwaukee community is affirmed in the following statements of intent.

1. To promote the rights and responsibilities of all individuals as set forth in the state and federal constitutions, pertinent legislation, and applicable judicial interpretations.

2. To encourage positive experiences in human values for children and youth and adults, all of whom have differing personal and family characteristics and who come from various socio-economic, racial and ethnic groups.

3. To work toward a more integrated society and to enlist the support of individuals as well as that of groups and agencies, both private and governmental, in such an effort.

4. To utilize all appropriate communication and action techniques to air and reduce the grievances of individuals and groups.

5. To carefully consider, in all the decisions made by the schools, the potential benefits or adverse consequences that those decisions might have on the human relations aspects of all segments of society.

6. To utilize educational experiences to build each individual's pride in the school community in which he or she lives.

7. To initiate a process of reviewing all policies and practices of this school district in order to achieve to the greatest extent possible the objectives of this statement.

8. To avoid those actions which would prevent solutions in the pursuit of these objectives.

Adopted by the Board of School Directors September 2, 1975.